



**DEPARTMENT OF COMMUNITY
&
ECONOMIC DEVELOPMENT
M E M O R A N D U M**

DATE: August 13, 2008
TO: Ray Giometti, Planning Commission Chair
Members of the Planning Commission
FROM: Angie Mathias, Associate Planner
SUBJECT: CPA #2008-M-04, Petrovitsky/Fairwood PAA & Red Mill

DESCRIPTION

This map amendment involves establishing appropriate Comprehensive Plan designations for the area that is in Petrovitsky/Fairwood Potential Annexation area. Currently, the area has four Comprehensive Plan designations: Residential Low Density (RLD), Residential Single Family (RSF), Residential Medium Density (RMD), and Commercial Corridor (CC). Initial analysis indicates that there is a need to designate some areas as Residential Multi-Family (RMF), Commercial Corridor (CC), and Residential Low Density (RLD).

ISSUE SUMMARY

1. Existing land uses in the Fairwood Potential Annexation Area and the do not match existing Renton Comprehensive Plan designations; some areas need to be re-designated with a Comprehensive Plan designation that more closely matches the existing land use.

ANALYSIS

The first issue paper regarding this Comprehensive Plan Amendment covered the area that is within the proposed Petrovitsky/Fairwood annexation area called Red Mill. This issue paper will cover all other areas within the Petrovitsky/Fairwood Potential Annexation Area. Within this larger area, the vast majority of existing land use is single family.

The area also has some multi-family residential land use. The table below lists the existing multi-family residential developments, the number of units, estimated densities, and the existing City of Renton Comprehensive Plan designation. Most of the multi-family development is located in the area of SE 176th Street and Southeast Petrovitsky. A map indicating the location of the multi-family land uses is attached.

Development	Number of Units	Estimated Gross Density	Exiting Renton Comp Plan
Heritage at Fairwood – Condominiums	62	22.55	Commercial Corridor
Fairwood Condominiums	176	21.1	Commercial Corridor
Fairwood Villa	136	12.14	Commercial Corridor/Residential Medium Density
Fairway Village Condominiums	15	5.21	Residential Medium Density
Fairway Greens	140	20.83	Residential Medium Density
On the Green at Fairwood – Condominiums	132	19.97	Residential Medium Density
Fairwood Pond Apartments	194	18.81	Commercial Corridor/Residential Medium Density
Fairwood Downs Apartments	400	13.33	Residential Medium Density
Fairway Drive Condominiums	84	14.33	Commercial Corridor
Merrihill Condominiums	10	18.87	Residential Single Family
Group of 10 Fourplexes	40		Residential Single Family

The Petrovitsky/Fairwood area has a significant amount of publicly owned or group owned property. Groups that hold property in the area include: King County, Kent School District, City of Seattle, Washington State Department of Wildlife, the United States, churches, set aside tracts, and homeowners associations. There is also the Fairwood Golf and Country Club that is owned by members. A map indicating the location of these properties is attached.

There are a few commercial properties in the area. A Kindercare is located on Petrovitsky at the intersection with Southeast 171st Way. Kindercare is a childcare and educational business. There are a few four-plex buildings that are used as offices located on 140th Avenue Southeast. Finally, there is Springbrook Farms located south of Southeast 192nd Street near the southwestern boundary of the area. The Springbrook Farms is a commercial organic chicken farm. Finally, in the Petrovitsky/Fairwood Area there are several parcels that are vacant that are currently within the Single Family Residential and/or Low Density Residential designation.

Existing Comprehensive Plan and Zoning

Within the Petrovitsky/Fairwood area currently there are four Renton Comprehensive Plan designations: Low Density Residential (RLD), Residential Single Family (RSF), Residential Medium Density (RMD), and Commercial Corridor (CC). A map indicating the existing Renton Comprehensive Plan designation is attached. Although, the City will not be pre-zoning the Petrovitsky/Fairwood area at this time, the purpose and standards of the zones that could be applied to the area with the associated Comprehensive Plan designation is useful in determining the appropriate Comp Plan designation.

Residential Single Family

In the Residential Single Family (RSF) designation the associated zoning is Residential Eight dwelling units per acre (R-8). The purpose of the Single Family Residential designation is in part that land *“be used for quality detached residential development organized into neighborhoods at urban densities.”* Further, *“it is intended that larger subdivision, infill development, and rehabilitation of existing housing be carefully designed to enhance and improve the quality of single-family living environments.”*

One of the specific policies that relate to this Comprehensive Plan amendment is:

Policy LU-148. A minimum lot size of 5,000 square feet should be allowed on in-fill parcels of less than one acre (43,560 sq. ft.) in single-family designations. Allow a reduction in lot size to 4,500 square feet on parcels greater than one acre to create an incentive for aggregation of land. The minimum lot size is not intended to set the standard for density in the designation, but to provide flexibility in subdivision/plat design and facilitate development within the allowed density range.

The purpose and intent of the R-8 zone is to fulfill the Comprehensive Plan policies and objectives for the Residential Single Family designation. The uses allowed in the R-8 zone are primarily residential. There are some non-residential uses that may be allowed as a Hearing Examiner conditional use such as: golf courses, religious institutions, and medical institutions.

There are some areas within the Petrovitsky/Fairwood area that it will be appropriate to zone R-8. However, there is a significant area that is currently designated RSF that will need to be considered for Residential Low Density. Many fully developed subdivisions have large residential lot sizes, over 8,000 square feet which meets the minimum lot size for the R-4 zone. There are also subdivisions with parcels that are smaller than the 8,000 square feet, but larger than the 4,500 square feet parcel size of the R-8 zone. For the purpose of the Comprehensive Plan designation, the lot sizes of the overall subdivision will be considered. Other designations that will need to be applied to areas that area currently designated RSF include: Commercial Corridor, Residential Medium Density, and Residential Multi-Family.

Commercial Corridor

In the Commercial Corridor designation there are three possible zoning designations, Commercial Arterial (CA), Commercial Office (CO), and Light Industrial (IL). The Commercial Corridor designation *“is characterized by concentrated, pre-existing commercial activity, primarily in a linear urban form, that provides necessary goods and services for daily living,*

accessible to near-by neighborhoods, serving a sub-regional market and accommodating large volumes of traffic.” Further, “Commercial Corridor areas are characterized by medium intensity levels of activity. It is anticipated, however, that intensity levels in these areas will increase over time . . . “

Specific policies that relate to this Comprehensive Plan amendment are:

Objective LU-DDD. The Commercial Corridor land use designation should include:

- 1) Established commercial and office areas;
- 2) Developments located on large parcels of land;
- 3) Projects that may be highly visible from principal arterials;
- 4) Uses dependent upon or benefiting from high-volume traffic;
- 5) Uses that provide significant employment; and
- 6) Businesses that provide necessary or desirable goods and services to the larger community.

Policy LU-333. The Commercial Corridor Land Use designation should be mapped in areas with the following characteristics:

- 1) Located on, and having access to, streets classified as principal arterials;
- 2) High traffic volumes; or
- 3) Land use pattern characterized by strip commercial development, shopping centers, or office parks.

The uses allowed in the CA zone are broad in terms of commercial development. Uses like eating and drinking establishments, retail sales, indoor recreation facilities, and vehicle fueling stations are permitted outright. Outside of designated business districts like the NE Fourth Business District allowed uses include: dance clubs, hotels, and small-scale vehicle rentals. Uses that area allowed as conditional uses include: auto body shops, transit centers, and light manufacturing and fabrication.

Many of the parcels that have existing multi-family development on them are currently designated with Commercial Corridor, it would be more appropriate for them to be designated Residential Multi Family (RMF). Additionally, a portion of the area that is designated Commercial Corridor is part of the Fairwood Golf and Country Club. None of the zones within the Commercial Corridor designation allow new or existing golf courses. The residential properties located around the golf course have large lots and would meet the criteria for the Residential Low Density (RLD) designation. This designation also allows golf courses, both new and existing. Further, the definition for golf courses reads, “*An area designed and used for playing golf, including all accessory uses incidental to the operation of the facility. This definition excludes other outdoor recreational facilities, neighborhood parks, and community/regional parks.*” Therefore, any club houses, pro shops, etc. associated with the Fairwood Golf and Country Club would be allowed within zones that are possible in the RLD designation.

The parcel with the Kindercare business meets the criteria of objective LU-DDD’s by having an established commercial use, being located on a principal arterial, and providing a good or service

that is desirable to the larger community. Further, the Kindercare is adjacent to other existing commercial uses. The Commercial Corridor designation will need to be extended to include the property where the Kindercare is located.

The existing Springbrook Farms is located in a King County designated green belt/urban separator and is zoned R-1. Although it is a commercial use, there is no commercial zone in the City of Renton that allows the type of use that the commercial farm is. The commercial farm is currently non-conforming in King County, designating it with a residential land use in Renton retains the circumstances under which they currently exist within King County. Additionally, the farm is located in a designated urban separator, which will be discussed later in this issue paper.

In designating an area with the **Commercial Office (CO) zone** the Comprehensive Plan states that the area should meet certain criteria, those criteria are:

- 1) Site is located contiguous to an existing or planned transit route;
- 2) Large parcel size;
- 3) High visibility; and
- 4) Opportunities for views.

CO policies dictate that the zone encourage “*medium and high intensity offices . . . as the primary use in Commercial Office zoned areas*”. Further, the zone seeks “*high-rise office development*” that “*should be limited to ten (10) stories and fifteen (15) stories may be obtained through a height bonus system*”. These policies and criteria for designating areas CO make it an inappropriate designation for the existing offices that are in the Petrovitsky/Fairwood area. The existing offices are on small parcels and are low storied buildings. General offices are permitted in the CA zone. It will be appropriate to designate the existing offices Commercial Corridor.

Residential Medium Density

Areas designated Residential Medium Density (RMD) should be “*where access, topography and adjacent land uses create conditions appropriate for a variety of unit types designed to incorporate features from both single-family and multi-family developments, and to support cost-efficient housing, infill development, transit service, and the efficient use of urban services and infrastructure*”. There are two zones that may be applied with the RMD Comprehensive Plan designations, they are Residential 10 dwelling units per net acre (R-10), Residential 14 dwelling units per net acre (R-14), or new zoning designations that allow housing in this density range.

Areas that meet three of the following criteria may be mapped with Residential 10 (R-10) zoning:

- 1) The area already has a mix of small-scale multi-family units or has had long standing zoning for flats or other low-density multi-family use;
- 2) Development patterns conducive to medium-density development are established;
- 3) Vacant lots exist or parcels have redevelopment potential for medium-density infill development;
- 4) The project site is adjacent to major arterial(s) and public transit service is located within ¼ mile;
- 5) The site can be buffered from existing single-family residential neighborhoods having densities of eight (8) dwelling units or less; or
- 6) The site can be buffered from adjacent or abutting incompatible uses.

Policy LU-159. Areas may be considered for Residential 14 (R-14) zoning where the site meets the following criteria:

- 1) Adjacent to major arterial(s);
- 2) Adjacent to the Urban Center, Highlands Center Village, or Commercial Corridor designations;
- 3) Part of a designation totaling over 20 acres (acreage may be in separate ownership);
- 4) Site is buffered from single-family areas or other existing, potentially incompatible uses; and
- 5) Development within the density range and of similar unit type is achievable given environmental constraints.

There is a small townhouse development located in the southern tip of the Petrovitsky/Fairwood area. The development meets the criteria for mapping the R-10 where townhouse developments are permitted outright. The criteria the development meets is: having an established development pattern that is conducive to medium-density development, it is buffered from existing single-family development, and the site is buffered from adjacent uses. Although the Petrovitsky/Fairwood area is not being pre-zoned this criteria illustrates the appropriateness of designating this area Residential Medium Density.

Comprehensive Plan and Zoning Alternatives

There are several portions of the Petrovitsky/Fairwood area that the Residential Single Family, Commercial Corridor designations, and Residential Medium Density are not appropriate for. More appropriate designations are Residential Low Density and Residential Multi-Family. Within each of these designations there are two and three zoning alternatives. This section will outline the RLD and RMF designation, but will not detail the Commercial Corridor designation because it was outlined in the previous section regarding the existing Comprehensive Plan designations.

Residential Low Density

The purpose of the Residential Low Density Comprehensive Plan designation is, applied to land that is *“appropriate for a range of low intensity residential and employment, where land is either constrained by sensitive areas or where the City has the opportunity to add larger-lot housing stock, at urban densities of 4-du/net are, to its inventory”*. When the land does *“not have significant sensitive areas, or can be adequately protected by the critical areas ordinance”* the area should be zoned Residential Four Dwelling Units per acre (R-4). Further, areas to be zoned with R-4 are areas where the *“constraints are not extensive”*. If land has *“significant environmental constraints, including but not limited to: steep slopes, erosion hazard, floodplains, and wetlands or where the area is in a designated Urban Separator”* it should be zoned either Resource Conservation (RC) or Residential One Dwelling Unit per acre (R-1).

Specific relevant policies include:

Policy LU-135. For the purpose of mapping four dwelling units per net acre (4-du/ac) zoned areas as contrasted with lower density Residential 1 (R-1) and

Resource Conservation (RC) areas, the prevalence of significant environmental constraints should be interpreted to mean:

- 1) Critical areas encumber a significant percentage of the gross area;
- 2) Developable areas are separated from one another by pervasive critical areas or occur on isolated portions of the site and access limitations exist;
- 3) The location of the sensitive area results in a non-contiguous development pattern;
- 4) The area is a designated urban separator; or
- 5) Application of the Critical Areas Ordinance setbacks/buffers and/or net density definition would create a situation where the allowed density could not be accommodated on the remaining net developable area without modifications or variances to other standards.

Objective LU-EE: Designate Residential 4 du/acre zoning in those portions of the RLD designation appropriate for urban levels of development by providing suitable environments for suburban and/or estate style, single-family residential dwellings.

Many of the developed subdivisions in the Petrovitsky/Fairwood area are large lot subdivisions. Most are at least 6,000 square foot lots with many much larger. These types of subdivisions would be appropriately designated as Residential Low Density. There are some subdivisions that have developed with smaller lot sizes, such as less than 4,500 square feet and less, and for these subdivisions it may be most appropriate to retain their designation as Residential Single Family.

Additionally, there are many properties owned by King County and other public agencies. Much of the King County property has extensive environmental constraints. There are at least eight streams identified on King County IMAPs within the Petrovitsky/Fairwood area. Many of the parcels that are constrained by streams/wetlands are owned by King County and many other areas have subdivisions that are already developed with appropriate stream and wetland buffers. The Residential Low Density land use designation is an appropriate designation for this type of land. A map indicating the location of the streams and wetlands is attached.

Finally, there are many parcels located at the southwestern portion of the area that are designated by the King County Comprehensive Plan as Urban Separator. Countywide Planning Policy LU-27 states that “*Urban separators are low-density areas or areas of little development within the Urban Growth Area. Urban separators shall be defined as permanent low-density lands which protect adjacent resource lands, Rural Areas, and environmentally sensitive areas and create open space corridors within and between Urban Areas which provide environmental, visual, recreational and wildlife benefits. Designated urban separators shall not be re-designated in the future (in the 20 year planning cycle) to other urban uses or higher densities. The maintenance of these urban separators is a regional as well as a local concern. Therefore, no modifications should be made to the development regulations governing these areas without King County review and concurrence*”. Residential Low Density designation also complies with Renton Policy LU-141 “*Residential Low density areas may be incorporated into Urban Separators*”. Designation of these parcels as Residential Low Density is consistent with these policies. A map

indicating the King County Comprehensive Plan designations is attached and shows the location and extent of the designated urban separator area.

Residential Multi-Family (RMF) Comprehensive Plan Designation and Zone

The RMF designation and zone has specific criteria that are to be met in order for the designation to be applied. Within the existing City limits properties must meet the following criteria:

- 1) Properties under consideration should take access from a principal arterial, minor arterial, or collector. Direct access should not be through a less intense land use designation area;
- 2) Properties under consideration must abut an existing Residential Multi-family land use designation on at least two (2) sides and be on the same side of the principal arterial, minor arterial, or collector serving it; and
- 3) Any such expansion of the Residential Multi-family land use designation should not bisect or truncate another contiguous land use district.

For the Benson Hill Comprehensive Plan Amendments done in 2007, there were areas that were designated Residential Multi-Family when there were multiple parcels, or when several pre-existing multi-family developments were located contiguously. Application of this same standard would make it appropriate to designate almost all of the existing multi-family in the Petrovitsky/Fairwood area with the RMF designation.

The Merrihill Condominiums do not meet the above criteria. However, for smaller scale multi-family developments located in areas that are annexed into the City there are different criteria that make it appropriate to designate the Merrihill Condominiums RMF. Those criteria are:

- 1) There is a pre-existing and long term use of multi-family development; and
- 2) The property is 43,560 square feet or less in size, and
- 3) The designation shall not be used as justification for expanding Residential Multi-Family zone to other properties.

Development density in the Residential Multi-family designation should be within a range of ten (10) dwelling units per acre as a minimum to twenty (20) dwelling units per acre as a maximum. Much of the existing multi-family development in the Petrovitsky/Fairwood area is within these density limitations and meets the criteria for annexation areas.

CONCLUSION

There are several areas within the Petrovitsky/Fairwood area where the existing Renton Comprehensive Plan map designation does not match the land uses that have developed on the parcels and/or in the area. At this time the City is not pre-zoning this area, this Comprehensive Plan Amendment is simply applying the most comparable Renton Comprehensive Plan designation. There are several changes that are appropriate and comply with the Renton Comprehensive Plan.









